

Message Text

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ACTION SR-02

INFO OCT-01 AF-10 IO-12 ADP-00 NEA-10 ORM-03 AID-20 T-03

IGA-02 OMB-01 TRSE-00 L-03 CIAE-00 DODE-00 INR-09

NSAE-00 PA-03 RSC-01 USIA-12 PRS-01 SS-14 NSC-10

EUR-25 EB-11 RSR-01 ABF-01 HEW-08 /163 W

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FM AMEMBASSY KHARTOUM

TO SECSTATE WASHDC 6266

INFO USMISSION GENEVA

C O N F I D E N T I A L KHARTOUM 0595

E. O. 11652: GDS

TAGS: SREF, SU, EAID, UN

SUBJECT: SOUTHERN SUDAN - TRANSITION FROM RELIEF TO DEVELOPMENT

REF: A. STATE 46136; B. KHARTOUM 348

1. SUMMARY: EMBASSY BELIEVES CASE FOR SUPPLYING UNHCR WITH ADDITIONAL SUDANESE POUNDS COULD BE PRESENTED IN PERSUASIVE MANNER RELATED US INTERESTS DESPITE EXISTING SHORT TIME FRAME, UNSTRUCTURED NATURE SOUTHERN SUDAN RELIEF EFFORT AND CURRENT LEVEL USG ASSISTANCE. HOWEVER, IN VIEW MOST RECENT DISCUSSION JAMIESON, WE PREPARED CONCUR IT ACCEPTABLE INFORM HIM WE BELIEVE USG HAS DONE ENOUGH AND FURTHER CONTRIBUTION NOT POSSIBLE. WE SHOULD, HOWEVER, CONTINUE EFFORT (AS PER REF B AND STATE 46953) PRESS FOR SMOOTH TRANSITION WHICH EMBASSY STILL BELIEVES BE OF MAJOR IMPORTANCE. END SUMMARY.

2. SUDANESE POUNDS. EMBASSY RECOMMENDATION REFTTEL A FOR DISPENSING SUDANESE POUNDS HELD IN US- USE ACCOUNTS BASED ON ASSUMPTION DEPT WOULD PURSUE MATTER WITH OTHER AGENCIES IF IT AGREED ON POLICY GROUNDS. CONFIDENTIAL

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PRECISE ADVANCE ACCOUNTING FUNDS SOMEWHAT IMPRACTICAL SINCE SOUTHERN SUDAN SITUATION IS UNSTRUCTURED AND DETAILED PLANS FOR MEETING VARIOUS NEEDS HAVE NECESSARILY BEEN AD HOC. SOUTHERN SUDAN IS LEAST DEVELOPED PORTION OF ONE OF WORLD'S LEAST DEVELOPED COUNTRIES AND IS UNDER ADMINISTRATION AND DIRECTION LARGELY INEXPERIENCED AND ONLY RECENTLY

ORGANIZED REGIONAL GOVERNMENT. IT IS PRECISELY BECAUSE OF THESE CONDITIONS THAT SOUTHERN SUDAN HAS BEEN BENEFICIARY USG ASSISTANCE. WE BELIEVE MAIN ARGUMENT IS THAT SMALL INCREMENTAL US INPUT WOULD HAVE FAVORABLE PAYOFF IN ENSURING TRANSITION OF WHAT IS ALREADY SUCCESSFUL EFFORT. HOWEVER, WE WILLING ACQUIESCE THAT ADDITIONAL USG FUELING NOT BE PURSUED IN LIGHT PROBLEMS OBTAINING WASHINGTON APPROVAL AND MOST RECENT CONVERSATION JAMIESON (PARA 7).

3. PRIORITIES. AS FOR OTHER ISSUES RAISED REF A, WE BELIEVE IT INACCURATE IMPLY GOS DOWNGRADING PRIORITY HEALTH AND EDUCATIONAL NEEDS IN SOUTH. AS NOTED KHARTOUM 561 ON JUBA BRIDGE, AND AS DETAILED AT GREAT LENGTH IN IMF AND IBRD STUDIES OF SUDAN, SUDAN IS COUNTRY WHERE EXISTING NEEDS BEAR NO RELATION TO AVAILABLE RESOURCES. GOS HAS EXPENDED CONSIDERABLE RESOURCES ON SOUTH, BUT IT WOULD BE FIRST TO ACKNOWLEDGE SURFACE ONLY BARELY SCRATCHED. MOREOVER, AS UNHCR PROGRAM OF OCT 9, 1972 NOTES, GOS NOT LOOKING TO UNHCR MEET ALL ITS NEEDS IN THESE AREAS. THUS, WHILE GOS CHOICE OF PRIORITIES MAY BE CRITICIZED, ANY ALLOCATION LEAVES AREAS OF GREAT NEED UNCOVERED. WITH PARTICULAR REFERENCE TO LOCAL CURRENCY REQUIREMENTS, GOS HAS TAKEN ON TOP PRIORITH RAHAD PROJECT REQUIRING LS 30 MILLION IN LOCAL CURRENCY OVER NEXT FIVE YEARS. THIS IS ONLY ONE EXAMPLE (ALTHOUGH MAJOR), BUT IT DOES EMPHASIZE THAT SUDAN'S PROBLEM IS DEFINITELY NOT JUST SHORTAGE OF FOREIGN EXCHANGE. THIS ALL TOO CLEAR TO VISITING IMF DELEGATION WHICH NOTES GOS BORROWING EXCESSIVELY FROM CENTRAL BANKING SYSTEM TO MEET DEVELOPMENT NEEDS AND IS CONTINUING PRESS GOS TO LIMIT EXPENDITURES.

4. UNHCR ROLE. REGARDING VALIDITY NEEDS CITED UNHCR AND SPECIFIC DOUBTS

EXPRESSED REF A PER ITS STATEMENTS REGARDING PAST ACCOMPLISHMENTS,
WE
BELIEVE ISSUE IS OF MARGINAL IMPORTANCE AND NOT FULLY JUSTIFIED
(EVEN BEARING IN MIND JAMIESON'S TALENT FOR PROMOTION). WITH SOLE
EXCEPTION GETTING REFUGEES ABROAD BACK TO SOME RECEIVING POINT
WITHIN
SUDAN, WE BELIEVE UNHCR WAS NEVER INTENDED TO BE EXECUTING AGENCY.
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RATHER IT WAS TO IDENTIFY NEEDS, APPEAL FOR FUNDS FROM VARIOUS
SOURCES
AND WORK WITH AVAILABLE AGENCIES TO SEE THAT AVAILABLE FUNDS WERE
UTILIZED TO MEET THE NEEDS IDENTIFIED. MAIN EXECUTING AGENCY WAS, OF
COURSE, TO BE GOS SUPPLEMENTED BY REGIONAL MINISTRIES IN JUBA AND
RELIEF AND RESETTLEMENT COMMITTEES. VOLAGS, WORKING UNDER OVERALL
UMBRELLA SCC, OFFERED ASSUME RESPONSIBILITY FOR AND WERE
ALLOCATED
CERTAIN CENTERS AND VILLAGES TO BUILD. IN MANY OF THESE CENTERS, AND
IN OTHERS CONSTRUCTED BY GOS, UNHCR SUPPLIES (WHICH ALSO
INCLUDED FOOD

AND DRUGS) AND EXPERTISE WERE UTILIZED. THUS, WE BELIEVE IT
INACCURATE
CHALLENGE STATEMENT IN FEB. 7 REPORT THAT "RECEPTION CENTERS
PREPARED
BY GOS, IN COOPERATION WITH VOLAGS AND UNHCR."

5. AS FOR SCHOOLS AND HEALTH CENTER CONSTRUCTION, OCT 19 UNHCR
REPORT
STATES CLEARLY EXECUTING RESPONSIBILITY FOR (A) SCHOOLS IS REGIONAL
MINISTRY OF EDUCATION AND FOR (B) HEALTH WITH GOS MINISTRY HEALTH.
ONE CAN, OF COURSE, HAVE LEGITIMATE DOUBTS AS TO HOW WELL THESE
AGENCIES WILL PERFORM. AS IN OTHER CASES, MONITORING WILL BE
REQUIRED
(AND AS EMBASSY NOTED REF B, THIS WILL GIVE UNHCR REASON TO EXTEND
ITS INVOLVEMENT).
BUT MAIN POINT HAS ALWAYS BEEN GOS MUST RETAIN ULTIMATE
RESPONSIBILITY. NEITHER UNHCR OR OTHER ORGANIZATIONS WERE TRYING TO
DO EVERYTHING FOR GOS; THEY WERE TRYING TO IMPLEMENT WHAT IS BASIC
USG POLICY OF ASSISTING GOS TO HELP ITSELF-- ACCEPTING IN DOING SO
THAT DEFERRAL TO GOS MEANS SACRIFICE CERTAIN DEGREE OF EFFICIENCY.
SAME POINT APPLIES TO QUERY REFTEL AS TO WHO WILL MAN RECEPTION
CENTERS. ANSWER IS THAT GOS WILL PERFORM THIS TASK WITH ASSISTANCE
FROM UNHCR AND UNDOUBTEDLY VOLAGS AS WELL.)

6 UNHCR - UNDP TRANSITION. REGARDING BROADER QUESTION TRANSITION,
AND
SPECIFICALLY NEED FOR COORDINATOR, EMBASSY BELIEVES UNHCR ROLE IN

THIS
REGARD SHOULD NOT BE LIGHTLY DISMISSED. UNHCR COULD HAVE DONE MUCH
BETTER-- IN PARTICULAR IT SHOULD HAVE STARTED ITS EFFORTS MUCH
SOONER-

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BUT IT DID PROVIDE ELEMENT OF COORDINATION WITHOUT WHICH THINGS
WOULD
HAVE BEEN MUCH WORSE. PARTICULARLY AS EMPHASIS SWITCHES TO
DEVELOPMENT,
NEED FOR COORDINATION EXTERNAL ASSISTANCE BECOMES EVEN MORE
IMPORTANT
FOR SUDAN AS A WHOLE AS WELL AS FOR SOUTH (AS NOTED KHARTOUM 561).
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